

April 18, 1969

S 3817

there is just cause for judicial review. Therefore, I propose that it is the Congress responsibility to repeal title II, and I am introducing this measure to accomplish this purpose.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 1872) to repeal the Emergency Detention Act of 1950 (title II of the Internal Security Act of 1950) introduced by Mr. INOUYE (for himself and other Senators), was received, read twice by its title, and referred to the Committee on the Judiciary.

S. 1878, S. 1879, S. 1880, S. 1881, S. 1882, S. 1883, S. 1884, AND S. 1885—INTRODUCTION OF BILLS TO AMEND THE ATOMIC ENERGY ACT OF 1954

Mr. PASTORE. Mr. President, today I introduced, by request, six legislative proposals submitted to the Congress by the Atomic Energy Commission. Five of these bills would amend the Atomic Energy Act of 1954; a sixth would authorize appropriations to the AEC for fiscal year 1970.

The five AEC bills to amend the Atomic Energy Act were all submitted to the Congress early in this session in exactly their present form. However, because the new administration had not had an opportunity to review and approve them, I refrained from introducing these bills at the time of their submission. I am now informed that the new administration supports these measures. The five bills would amend the Atomic Energy Act of 1954 to accomplish the following:

Provide that life imprisonment shall be the maximum criminal penalty for certain offenses, and to increase the criminal penalties for unauthorized diversion of special nuclear material and other offenses;

Authorize the AEC to enter into agreements of indemnification for ocean transport of materials;

Modify the requirement for mandatory review by the Advisory Committee on Reactor Safeguards of certain facility license applications;

Eliminate the requirement for a finding of practical value and abolish the distinction between commercial and certain research and development licenses for facilities;

Authorize the imposition of civil monetary penalties.

The sixth AEC proposal—a bill to authorize appropriations to the Commission in fiscal year 1970—was also submitted earlier this session. Again, however, because the bill did not have the approval of the new administration, I refrained from introducing it. I am now informed that the bill, with certain amendments made by the new administration as a result of its budgetary review, has been approved for submission to Congress.

Finally, Mr. President, I am also introducing today two measures identical to bills which I introduced in the last session of Congress but on which no final action was taken. These bills are not being introduced by request; they represent my views and those of any others who have joined with me in co-

sponsoring the measures. One bill, which I have introduced for myself and Senators ANDERSON and BENNETT, would amend the Atomic Energy Act to authorize the AEC to make peaceful nuclear explosion services available on a commercial basis. A companion measure—H.R. 477—was introduced in the other body on January 3, 1969, under the joint sponsorship of Representatives HOSMER, HOLIFIELD, PRICE of Illinois, ASPINALL, YOUNG, BATES, ANDERSON of Illinois, and McCULLOCH.

The other bill, which I have introduced on my own behalf, would amend the enforcement provisions of the Atomic Energy Act of 1954. Among other things, the bill would effect corrective amendments to certain penalty provisions of the Atomic Energy Act which are necessitated by last year's Supreme Court decision in *United States against Jackson*; increase the criminal penalties which may be imposed under the act for diversion of special nuclear materials; and confer on the AEC authority to impose civil penalties for certain violations of the act or regulations issued pursuant thereto. In the interest of time I will not elaborate on the purport of this legislation today, but do ask unanimous consent to have included at this point in the RECORD the explanatory statement which I made on the floor of the Senate on August 1, 1968, when I first introduced this measure.

The VICE PRESIDENT. The bills will be received and appropriately referred.

The bills (S. 1878) to amend chapter 18 of the Atomic Energy Act of 1954, as amended, and for other purposes; introduced by Mr. PASTORE, (S. 1879) to amend the Atomic Energy Act of 1954, as amended, to provide that life imprisonment shall be the maximum criminal penalty for certain offenses, to increase the criminal penalties for unauthorized diversion of special nuclear material and related offenses, and for other purposes; (S. 1880) to amend section 170 of the Atomic Energy Act of 1954, as amended, and for other purposes; (S. 1881) to amend section 182 of the Atomic Energy Act of 1954, as amended, and for other purposes; (S. 1882) to amend chapter 18 of the Atomic Energy Act of 1954, as amended, and for other purposes; (S. 1883) to amend the Atomic Energy Act of 1954, as amended, to eliminate the requirement for a finding of practical value and abolish the distinction between commercial licenses for facilities and certain research and development licenses for facilities and for other purposes; and (S. 1884) to authorize appropriations to the Atomic Energy Commission in accordance with section 261 of the Atomic Energy Act of 1954, as amended, and for other purposes, introduced by Mr. PASTORE, by request, and (S. 1885) to amend the Atomic Energy Act of 1954, as amended, and for other purposes, introduced by Mr. PASTORE (for himself and other Senators), were received, read twice by their titles, and referred to the Joint Committee on Atomic Energy.

The material, presented by Mr. PASTORE, follows:

[From the CONGRESSIONAL RECORD, of Aug. 1, 1968 (daily edition), pp. S9932-S9933]

AMENDMENTS TO ENFORCEMENT PROVISIONS OF THE ATOMIC ENERGY ACT OF 1954

Mr. PASTORE. Mr. President, today I introduced a bill to amend various sections of Chapter 18 of the Atomic Energy Act of 1954, as amended, the enforcement chapter of that Act. I believe it would be helpful if I briefly explained the principal purposes of the proposed legislation and why these amendments are being offered.

One major purpose of the bill is to correct shortcomings in Chapter 18 brought about by the U.S. Supreme Court's recent decision in *United States v. Jackson*, 36 L.W. 4277 (April 8, 1968). It was there held that the death penalty provision of the Federal Kidnapping Act is unconstitutional because in permitting imposition of the death penalty only upon defendants who assert their right to be tried by a jury, it discourages assertion of, and thereby imposes an impermissible burden upon the exercise of, a constitutional right.

This decision would appear to hold significant implications for, and raise very substantial questions about, somewhat similar provisions in sections 222, 224 a., 225 and 226 of the Atomic Energy Act of 1954. These sections provide that where there is a violation thereof with intent to injure the United States or to secure an advantage to a foreign nation, there may be imposed punishment by a fine of not more than \$20,000 or imprisonment for not more than 20 years, or both, or, upon the recommendation of a jury, life imprisonment or death.

These penalty provisions of the Atomic Energy Act and the death penalty provision of the Federal Kidnapping Act operate in the same manner; therefore, the effect of the *Jackson* decision on the former would appear to be similar to its effect on the latter. Indeed, in certain respects the decision has more far-reaching effects on the Atomic Energy Act inasmuch as both the life imprisonment penalty as well as the death penalty provided for therein are contingent upon a jury recommendation, whereas only the death penalty provision of the Federal Kidnapping Act was affected by the *Jackson* decision.

The bill which I have introduced would retain the life imprisonment penalty in the affected sections, but delete the capital punishment penalty and the requirement for a specific recommendation by the jury before the maximum penalty prescribed may be imposed upon an offender. As my colleagues are aware, the question of whether capital punishment for Federal crimes should be abolished by general legislation (S. 1760) is one that is now under active consideration within the Congress. However, I do not believe that necessary corrections to sections of the Atomic Energy Act dealing with penalties for offenses committed with intent to injure the United States or with intent to secure an advantage to a foreign nation should await enactment of this general legislation. Nor do I believe the legislative branch should continue to await the recommendations of the executive branch as to whether, and, if so, what amendments are necessary to effect corrections to sections of the Atomic Energy Act dealing, among other things, with the theft by foreign agents of highly sensitive atomic information. Therefore, I have introduced the minimum amendments required to give effect to the intent of Congress presently reflected in the sections of the Atomic Energy Act thrown into serious question by the *Jackson* decision, but at the same time striking therefrom the provision for capital punishment which has never been—and in all probability never would be—employed.

A second principal purpose of my bill is to amend section 222 of the Atomic Energy Act of 1954 to increase the criminal penalties which could be imposed for unauthorized diversion of special nuclear material, and for certain related offenses. This material is the principal ingredient in nuclear and thermonuclear weapons. However, if a willful diversion of this material were committed by a person in this country under circumstances where the Government was unable to prove that the person charged specifically intended to injure the United States or to secure an advantage to any foreign nation, the maximum penalty which could be imposed under section 222 would be a fine of \$10,000 and imprisonment for 5 years. Thus, a thief, a terrorist, an insurrectionist, or a criminal group might commit such a diversion and, in the absence of proof of the requisite intent, would be subject to a maximum penalty under section 222 of imprisonment for 5 years and a \$10,000 fine. For example, if the diversion were made for financially rewarding criminal purposes rather than out of political motivation, or if the unlawful sale were to the agent of an undisclosed principal and the unidentified principal was a foreign nation, the specific intent to injure the United States or gain an advantage to a foreign power might well be lacking. Section 1 of my bill would amend section 222 to increase from five to ten years the maximum imprisonment for such willful violations of the section. No increase in the maximum fine appears necessary.

An Ad Hoc Advisory Panel on Safeguarding Special Nuclear Material appointed by the Atomic Energy Commission in 1967 pointed up the weakness of the Act in this regard and recommended that it be amended to increase the penalties for unauthorized diversion of such material. The Panel noted that the maximum penalties presently provided for "... may not be a sufficient deterrent to illicit transactions involving materials valued in excess of millions of dollars. . . ." and observed, "The threat of detection and more severe criminal penalties should help deter organizations and individuals from attempting to divert materials to unauthorized uses." Moreover, increased maximum penalties for unauthorized diversion of these materials would make them more nearly comparable to those for crimes of similar gravity.

A third principal purpose of this proposed legislation is to confer on the Atomic Energy Commission authority to impose civil penalties in addition to the Commission's present authority to modify, suspend, or revoke a license for violations of AEC health and safety regulatory requirements. Specifically, the bill would authorize the AEC to impose civil fines of up to \$2,500 for individual infractions, and not to exceed \$7,500 for two or more violations occurring within a 30-day period, of certain sections of the Atomic Energy Act and rules, regulations, orders, or licenses issued thereunder. I understand that similar authority to impose civil penalties is possessed by the Federal Communications Commission, the Federal Aviation Agency, the Department of Agriculture, and the Interstate Commerce Commission.

It is not my intent in introducing this legislation to in any way suggest that serious violations of the Act or of rules, regulations, orders or licenses issued thereunder are to be penalized by a mere fine. I particularly do not mean to suggest this where the violation is one involving health and safety matters. I do believe, however, that in some instances the revocation of a license or suspension thereof may be too harsh a penalty under the

circumstances. Moreover, in certain cases a suspension may penalize the licensee's employees through loss of income without having any significant impact on the licensee itself. At the present time, the AEC in such cases essentially must choose between issuing a revocation or suspension order, on the one hand, or, on the other, issuing a cease and desist order which is little more than a direction to a licensee to refrain from doing whatever it was that the Commission found objectionable. Injunctions may also be obtained in appropriate cases, but here again the enforcement action may be out of all proportion to the infraction. For these reasons the imposition of a fine may be the more appropriate enforcement action in some cases.

Conferring on the AEC authority to impose civil fines, while at the same time retaining the authority to impose more severe penalties either in lieu of or in addition to a civil fine, should afford the Commission ample flexibility to deal with infractions of varying severity. I believe the AEC should have such authority. I also believe the Commission wants such authority. When queried about the matter in 1967 the Commission indicated that it was then preparing proposed legislation along these general lines for submission to the Congress. Apparently due to the inevitable delays involved in the administrative review process no such legislative proposal has as yet been cleared for submission to the Congress by the executive branch. For this reason, and in view of the limited time remaining for congressional consideration of such legislation during this session of Congress, I have included language in section 4 of my bill designed to accomplish the intended purpose.

S. 1896—INTRODUCTION OF A BILL TO PROVIDE EYE, EAR, AND DENTAL CARE UNDER MEDICARE PART B

Mr. HARTKE. Mr. President, I am introducing today on behalf of myself, Senator HART, Senator MOSS, Senator RANDOLPH, and Senator YOUNG of Ohio, a bill which would bring under the supplementary medical insurance program for the aged the areas of eye, hearing, and dental care. It will include the provision of eyeglasses, hearing aids, and dentures where they are needed, as well as the necessary attendant examinations and treatment of other conditions related to these. Under the supplementary medical insurance program for the aged, popularly known as part B of Medicare, individuals are voluntarily enrolled for monthly premiums of \$4 at present, matched by payments from the general treasury. For these sums, amounting to a premium of \$48 per year paid by each covered individual, benefits provided cover, in the language of the law, "medical and other health services." These are defined explicitly in 11 numbered items under section 1861(s), and they include among other things the services of physicians, X-ray and laboratory tests, rental of wheelchairs and hospital beds, and so on.

But there are also some important exclusions to the items for which the separate trust fund for this program—the "Federal Supplementary Medical Insur-

ance Trust Fund," to use the full name—will pay. Under "exclusions" are listed specifically three areas of health care of very considerable importance to the elderly. Indeed, these three areas of affliction are all, by testimony of the Public Health Service, more common in those over 65 than in any other age group. These are the areas of eye, hearing, and dental care. Yet, although their incidence is more frequent in the elderly, the elderly receive in proportion to these problems less care than other groups. The reason is plain—and it is the same reason which was pervasive when we adopted the part B program. That is simply that the costs are beyond the means of millions of those who are social security beneficiaries.

Let us look for a moment at the latest available statistics on the needs which my bill would care for. A February 1967 publication of the National Center for Health Statistics titled "Decayed, Missing, and Filled Teeth in Adults" reports data from the National Health Survey secured during the period 1960-62. Two factors appear to be at work here—age and income, and both of them work against the elderly.

Among those in the age range 25 to 44 the mean number of filled teeth is highest—averaging about eight per person. But for those over 65—and under 80—that average drops to about five. At the same time, the number of missing teeth increases from about eight to 19. These figures apply, of course, only to those in all ages who retain some of their own teeth. Another study in the same series, published October 1965, is perhaps even more significant. A survey of dental visits conducted during a 1-year period of 1963-64, shows that persons 25 to 44 go to the dentist more than twice as often as those over 65, even though it is apparent that the need is greater in the elderly. Part of the reason for less frequent visits, however, is that the elderly are most often those who have lost all their teeth—the survey estimates that 60 percent of those over 65 are in that category of the "edentulous." Many of these, and I am sure we all know some of them, are entirely without dentures and, because they can manage only soft foods, their general health is often impaired to some extent. Many others have a need for denture repairs or replacement of badly fitting dentures, but because of their income limitations go without seeing a dentist for these corrections.

That this is true is shown not only by the reduced number of dental visits among the elderly, but also by the much lower number of dental visits among the elderly, but also by the much lower number of dental visits by those with low incomes. For persons with family incomes of \$7,000 per year the incidence of visits to the dentists is more than twice that of persons with family incomes below \$4,000. There is no need, in view of the common knowledge we have acquired in recent years as to the income status of the elderly, to cite statistics on that

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February 19, 1969

S 1825

of taking care of the waste of this great industrial center to the backs of the people of this more or less isolated section of the Appalachians is, to me, completely at variance with all principles of equity and justice and fair dealing.

The amount of the burden of taking care of this pollution problem shifted to the backs of the people of upper New River Valley should be controlled by law, and should be fair and equitable. This will be accomplished by the amendment to the Federal Power Act which I have introduced.

I ask unanimous consent that my proposed bill be appropriately referred and that a copy of it be printed at this point in the body of the RECORD.

The VICE PRESIDENT. The bill will be received and appropriately referred; and, without objection, the bill will be printed in the RECORD.

The bill (S. 1093) to amend the Federal Power Act in order to provide for the regulation of the amount of project reservoir storage capacity that may be allotted for water quality control, introduced by Mr. ERVIN, was received, read twice by its title, referred to the Committee on Commerce, and ordered to be printed in the RECORD, as follows:

S. 1093

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 10 of the Federal Power Act (16 U.S.C. 803) is amended by inserting at the end thereof the following:

"(j) Any reservoir storage capacity for water quality control purposes which is a part of any overall plan for water quality control proposed by the applicant or required by the Commission shall not exceed such proportion of the total storage required for the water quality control plan as the drainage area of such reservoir bears to the drainage area of the river basin or basins involved in such water quality control plan.

S. 1094—INTRODUCTION OF BILL RELATING TO PERSONS WORKING IN THE COAL MINING INDUSTRY—ANNOUNCEMENT OF HEARINGS ON COAL MINE SAFETY BILLS

Mr. WILLIAMS of New Jersey. Mr. President, as chairman of the Senate Subcommittee on Labor, I announce the opening of hearings on coal mine health and safety legislation on February 27.

The hearings will begin at 10 a.m. in room 4232, New Senate Office Building. The hearing order for that day will be as follows: The senior Senator from West Virginia, Mr. RANDOLPH, will present his two bills for the hearing record, S. 355, to improve the health and safety conditions of persons working in the coal mining industry of the United States, and S. 467, for the elimination of health dangers to coal miners resulting from the inhalation of coal dust.

Other Senators interested in appearing in the opening part of these hearings should give notice of their interest no later than Tuesday, February 25. Telephone communications in this regard may be made directly to the subcommittee staff, extension 3674.

Following the presentations by interested Senators, the subcommittee will hear the opening statements of a repre-

sentative of coal management and a representative of coal labor.

Additional hearings to receive the views and testimony of all appropriate agencies, groups, and individuals will be scheduled as early as possible in March.

I am introducing at this time a companion Senate bill to H.R. 6540, introduced in the House by Congressman HECHLER, of West Virginia. I am not familiar with the provisions and details of this House bill; however, I am introducing it and making it a part of the hearing record in the interest of having all legislative approaches to the grave questions of coal mine safety examined and analyzed in the hearing process, and made available for consideration by the subcommittee and the full committee.

I would also note that any other bills on this subject submitted by Senators before the February 27 hearings will be welcomed by me and will likewise be made a part of the subcommittee's hearings.

SENATE JOINT RESOLUTION 50—INTRODUCTION OF A JOINT RESOLUTION TO ESTABLISH THE JOINT COMMITTEE ON NATIONAL SECURITY AFFAIRS

Mr. TOWER. Mr. President, I introduce today a joint resolution calling for the establishment of a Joint Committee on National Security Affairs. This committee would be composed of 16 members, eight from each House of Congress, drawn from the Senate Committees on Foreign Relations and Armed Services, the House Committees on Foreign Affairs and Armed Services as well as the Joint Committee on Atomic Energy. The purpose of this committee is in no way legislative and is not designed to infringe on the responsibilities of any other standing committee of either House. What is proposed is the establishment of a committee of knowledgeable Members of Congress to provide for a comprehensive and inclusive analysis of the national security policy similar to the functions of the Joint Economic Committee in the field of economics and government.

I ask for this joint committee only after a long and thorough investigation of the need of such machinery in the Congress. I believe that it is imperative that we have an organization including Members of both Houses of Congress and both political parties to review national security policies and make recommendations to the appropriate legislative committees.

In an era of increasing international responsibility it is necessary that we coordinate better efforts to provide for national defense and security posture. Too often before, these decisions have been made by an administration that has not even bothered to consult the proper authorities in the Congress. The National Security Council, which is responsible to the President, has in the past been the only body in the country with the diversified expertise to research and comment upon the many areas of concern to the national security. The time is now for the Congress to establish its own ap-

paratus and have its separate judgment on which new systems will be needed, which ones are obsolete, which ones we cannot afford, and which ones we cannot afford to be without.

With the great controversy that has recently arisen in many areas of national policy, I am hopeful that members of both parties and of all political persuasions will agree with the need for such a joint undertaking. With the institution of this committee, we will have an instrument which can marshal the diverse expertise and information necessary to form accurate opinions. Our lack of adequate response in the past has too many times proved the need for this.

In closing, Mr. President, I would like to again stress that the Joint Committee on National Security would not usurp any authority from any present committee or joint committee; its powers will be consultative only. However, it will give expert members from these committees the chance to meet from time to time to exchange information, to consult with each other, and to form opinions and give advice based on diverse information. It is a reasonable approach to a complex problem. I hope that it will be favorably considered.

The VICE PRESIDENT. The joint resolution will be received and appropriately referred.

The joint resolution (S.J. Res. 50) to establish a joint congressional committee to study and investigate matters pertaining to national security, introduced by Mr. TOWER, was received, read twice by its title, and referred to the Committee on Armed Services.

SENATE JOINT RESOLUTION 51—INTRODUCTION OF JOINT RESOLUTION TO ESTABLISH MAY AS "NATIONAL ARTHRITIS MONTH"

Mr. ERVIN. Mr. President, today on behalf of my self and Mr. JORDAN of North Carolina, I introduce a Senate joint resolution asking the President of the United States to designate the month of May as "National Arthritis Month." By this action, I believe the Congress will accomplish three independent and useful public purposes.

First, we will increase our own and the public's awareness of the toll of arthritis, its magnitude, and cost, so that we can make wise decisions as to the amount of public effort we assign to combat it and research for its causes.

Second, we will give recognition and impetus to our biomedical research efforts to unlock the secrets of this disease—to alleviate its disabling symptoms and, hopefully, to discover and counteract its causes.

Third, we will give recognition and support to those national institutions that meet the needs of victims and potential victims of arthritis for access to reliable, up-to-date, and relevant information on what medical science and the victim himself can do to reduce the disabling consequences of the disease.

The importance of the problems presented by arthritis is impressive. Mankind has suffered from it ever since Java man, half a million years ago, left us his

bones with the unmistakable evidences of this affliction. Tombs and sarcophagi all over the world reveal that no race has been spared its ravages. The U.S. Public Health Service calls it the No. 1 chronic disease.

Arthritis afflicts more than 16 million of our citizens. It causes an estimated 200 million days of restricted activity, 57 million days in bed, 12,200,000 days of work absenteeism, 30 million visits to the doctor, and 1½ million days of hospitalization every year. Its annual cost is \$3,645,000,000, including: expenses for drugs, \$435 million; lost wages, \$1.5 billion; hospital and medical costs, more than \$200 million, and large amounts for lost homemaker services and premature death.

In the light of these figures, I think we ought to ask ourselves: How much effort is it worth—how much ought we to spend—in the endeavor to conquer this disease? The army of sufferers exceeds the peak of our Armed Forces in World War II. The ailment costs the Nation each year more than the total we spent to develop the atomic bomb. How large an effort should be mounted to wipe it out?

In an age when novelties capture the headlines—when space science and surgical spectaculars command our admiring attention—it is hard to preserve a sense of proportion. There is little that is spectacular about arthritis. It often wounds but seldom kills. Yet, it is the most common, perhaps the most costly, and certainly one of the most nagging and frustrating of life's painful experiences.

Our Nation has set for itself the goal of preserving and expanding human freedom. But there is little freedom for those 16 million who are tied to their beds, to restricted physical activity, to strict regimens of medical attention, medication, and behavior. Nor to these deluded unfortunates who are deceived by vicious quack nostrums that promise "long-lasting relief" or "an end to suffering within hours." Annually, the blind alley of fraudulent remedies captures \$350 million from the foolish, the uninformed, the impatient, and the frantic. Worst of all, these deceptive products waste not only the victims' dollars but the valuable time that could be invested in a program of medical salvage—for quick diagnosis and prompt treatment by a knowledgeable physician can mean the difference between a nearly normal life and a lifetime in a wheelchair.

How much are we spending to seek out the causes and the cure? The answer is that our current research budget in this fiscal year is \$15 million for research, plus a small amount for additional work in applied fields.

Then, what is the prospect of success from research into this difficult problem? What further efforts might we make that would be worthwhile—could we usefully sponsor a broader effort?

It would be too optimistic to say that biomedical research stands at the threshold of success. The fact is that the cause of arthritis is still a mystery. Theories are beginning to take form; we are learning where to look for an explanation. But

we still do not know. Even so, three significant accomplishments of research deserve our grateful recognition.

First, we have developed an array of medical treatments, specific to the particular forms and stages of arthritis. For arthritis is not one disease but a hundred. Much medical research still needs to be done to sort out the facts about these different, but related ailments. What drugs and what treatments work best with each? In most cases, with early diagnosis and proper medical care, severe crippling can be avoided. In virtually all cases, medical attention can alleviate the symptoms. It can restore many sufferers to active participation in life and work. No case is hopeless.

Early work is in progress to investigate the clinical value of a preparation extracted from bone marrow and cartilage for the treatment of osteoarthritis. Another drug that shows promise is cyclophosphamide. Recently a new drug was added to the arsenal of pharmaceuticals to bring gout under control. These are only illustrative of the many lines of investigation into biochemical treatment of this disease in all its many forms.

Second, biomedical researchers have achieved real progress toward understanding the organism that undergoes degradation—the first step toward total defeat of this tireless plague. In the exploration of the biological molecule, in the elucidation of the chain of metabolic processes, the United States has achieved world scientific leadership. We have contributed signally to world understanding of molecular biology, which is believed to hold many of the keys to unlock the secrets of metabolic disorders—not only arthritis, but also diabetes, obesity, and kidney and blood ailments.

Third, there is progress in research into the causes of arthritis itself. Two competing theories are being painstakingly tested. There is experimental evidence in support of each. One theory holds that rheumatoid arthritis is caused by an infectious micro-organism intermediate between bacteria and viruses. Another theory being tested has to do with the failure of the body's immunological processes, and suggests a possible avenue to general treatment. There is hope here, but no certainty. We must keep plugging away with steadfast determination until we find the answer. Mankind has already suffered from it for half a million years; we can have patience for a little longer.

I spoke critically, a moment ago, about the fraudulent nostrums and pretended cures of arthritis. But fortunately, there are two national organizations on the scene that balance the ledger on the credit side. I should like to give special mention to these organizations that spearhead the campaign to rid our world of arthritis for once and for all.

One is the National Institute of Arthritis and Metabolic Diseases in the National Institutes of Health. It sponsors and conducts much fundamental research in this field. In May 1965, the Surgeon General of the U.S. Public Health Service convened 100 of the top authorities in all fields of health. This convocation recognized that while re-

search should be pursued, we should also make better use of what we already know. Above all, as new techniques are devised they must be quickly put to good use everywhere. This is a tall order.

The other national institution aims to do just that. It is the Arthritis Foundation, a private and voluntary organization with local chapters of medical people, health officers, and others associated with the field. It works closely with and its high usefulness is recognized by the Public Health Service. Appropriately enough the Arthritis Foundation is ending its 20th anniversary in May 1969. Accordingly, it is appropriate that its contributions to health be recognized in connection with the joint resolution here proposed.

The goal of the Arthritis Foundation is a total answer to the arthritis problem—both prevention and cure. It sponsors research, supports professional education, and coordinates work of local clinics, community health services, and home care programs. One of its most important functions is the distribution of the latest authoritative information about arthritis. Local chapters tailor the information to the particular problems and needs of the individual victim.

In requesting the Chief Executive to designate May as Arthritis Month, the Congress will help to focus public attention and professional skills on the defeat of this incubus. Scientific understanding is the way to scientific achievement. Public understanding leads to public responsibility. Awareness on the part of the victims of arthritis as to the risks of shortcuts and the valued capabilities of medicine today can obviate pain and disability. All of these are proper goals and proper business to command our rigorous prosecution.

Mr. President, I ask unanimous consent that a copy of the joint resolution be printed at this point in the RECORD.

The VICE PRESIDENT. The joint resolution will be received and appropriately referred; and, without objection, the joint resolution will be printed in the RECORD.

The joint resolution (S.J. Res. 51) to designate the month of May as "National Arthritis Month," introduced by Mr. ERVIN (for himself and Mr. JORDAN of North Carolina), was received, read twice by its title, referred to the Committee on the Judiciary, and ordered to be printed in the RECORD, as follows:

S.J. Res. 51

Whereas arthritis is the nation's No. 1 crippling disease affecting over sixteen million citizens; and

Whereas two hundred and fifty thousand additional Americans are stricken with this dread disease every year; and

Whereas arthritis strikes people of all ages; and

Whereas twelve million days of work and two hundred and five million days of restricted activity are lost each year because of arthritis; and

Whereas the annual cost of arthritis to Americans is estimated to approach \$3,500,000,000 annually; and

Whereas the use of medicine can prevent severe crippling in seven out of ten cases of arthritis through early diagnosis and prompt and appropriate treatment; and

Whereas back-to-work programs sponsored by local Arthritis Foundation chapters have

February 7, 1969

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CONGRESSIONAL RECORD — SENATE

S1401

ment of Commerce and the Atomic Energy Commission.

"Twenty-five officials in the Latin American Bureau of the Agency for International Development and of the Department of State participated in a five-day Executive Seminar in Cuernavaca, Mexico, which was devoted to study and discussion of issues and problems relating to political and economic development.

"A three-day seminar on public policy issues was held for 20 science attaches on overseas assignment for the State Department, to discuss broad questions of economic and social policy.

"Conferences for officials of foreign governments

"A series of three seminars was held for 64 science attaches on the Washington embassy staffs of foreign governments. The meetings were sponsored jointly with the American Association for the Advancement of Sciences, and focused on recent scientific developments with public policy implications.

"Several foreign government officials also participated in two of the conferences held in Williamsburg for federal executives.

"Federal executive fellowships

"Nine Federal Executive Fellowships were awarded to senior federal officials. The fellowships enabled them to come to Brookings on leave from their federal assignments for six months to a year, for research on problems in their areas of responsibility.

"Programs for Leaders in Private Life

"Conferences for business executives

"Ten one-week conferences on federal government operations were held in Washington for 287 executives from nearly 100 major American corporations. Participants visited government agencies and met informally with officials, and took part in seminars at Brookings to discuss specific issues with scholars, members of Congress and leaders in the Executive branch.

"Three three-day refresher seminars on public policy issues were held for 67 past participants in the business conferences and Public Affairs Fellowship Program. Two similar conferences were held for some 55 participants in the Massachusetts Institute of Technology Program for Senior Executives.

"Conferences for physicians

"With the support of the Commonwealth Fund, a new series of conferences is being planned for selected leaders of the medical profession. The conferences will be held in different regions of the country, and will be designed to help deepen the insights of medical practitioners into key economic, social, and other factors involved in the provision of health care, and to enhance their ability to improve understanding within the profession of the interactions between medicine and society. An advisory committee of leading doctors, medical educators, and administrators has been named to consult on the development of the series.

"Public affairs fellowships

"Public Affairs Fellowships were awarded to 14 business executives who took part in a 21-week program combining working experience in executive departments and agencies at the policy-making level with an intensive educational program at Brookings and three weeks in congressional offices.

"White House fellowships

"Under a grant from the Carnegie Corporation, a three-week educational program was conducted for the 15 White House Fellows. The program provided an orientation to government operations and problems.

"Conferences for union officials

"Fourteen union vice-presidents and regional directors participated in a four-day conference on public policy issues at Williamsburg. The programs for officers of na-

tional and international unions are conducted with the guidance of an Advisory Committee of national leaders in the labor movement.

"Policy Conferences

"Urban policy conferences

"Urban Policy Conferences are conducted in selected metropolitan regions to bring local elective and appointive officials and civic leaders together with social scientists, in an effort to make social science research more effective in the solution of urban problems. The conferences usually consist of twelve one-day seminars held at intervals over a nine-month period.

"Four hundred and five local and state officials and civic leaders were involved in conferences held during the year. They included a series in Wichita, Kansas; Fort Worth, Texas; Little Rock, Ark.; Charlotte, N.C.; and Memphis, Tenn. The programs were conducted in cooperation with Wichita State University, Texas Christian University, the University of Arkansas, the University of North Carolina, and Southwestern College. In addition, special conferences were held for regional leaders in Memphis on the Uses of Urban Information Systems, the Impact of Urbanization on the Structure of Law, Metropolitan Fiscal Policy, and Utilization of Urban Technology.

"In cooperation with the International City Managers Association, regional urban policy conferences were held for city managers in Athens, Ga., and Orono, Maine.

"Science seminars for congressmen and congressional aides

"Five programs were held in this series, which is sponsored jointly with the American Association for the Advancement of Science and the Governmental Studies Program of the Brookings Institution. Participants in the series heard leading scientists discuss technological developments with important implications for public policy. (Two programs for congressional aides were conducted in prior fiscal years.)

"Labor-management conference

"A special two-day conference was held for labor union officials and members of the International City Managers Association to discuss relations between union and management in city manager cities.

"Fiscal and monetary policy conference

"Top officials of leading corporations participated in a four-day discussion of current issues of fiscal and monetary policy with responsible officials of the Treasury Department, the Budget Bureau, the Federal Reserve, Senators, Congressmen, and staff members of appropriate congressional committees.

"Douglas Carter has commented that 'the purpose of [the Brookings programs] is not training but in the purest sense of the word, education. There is no desire to return the middle-aged career executive to a student-teacher relationship, which he is by temperament not prepared to accept. He is by definition a 'participant' in the conference, expected and encouraged to contribute as much of the dialogue as the visiting speakers. . . . (Developing Leadership for Government, Washington, D.C., 1960). With this point of departure, with carefully selected participants with 'off-the-record' and frank involvement, with highly competent conference chairmen and able expositors from many fields and disciplines, Brookings' Advanced Study Program has provided some of the leadership education which is a national necessity."

Mr. MITCHELL. It is apparent that a small institution like Brookings can do only a very small part of the job of executive education that is needed.

Executive development activities in Government, business, labor, and the universities are moving very slowly and gradually into this field of education. The Civil Service Com-

mission's Bureau of Training, as one example, which we just heard about, is developing an extensive program of conferences and an educational program for career officials in the executive branch at the middle to senior levels here in Washington and at two residential centers.

A few universities are broadening their executive training programs along these lines. Much more should be done, however.

The professional staff of legislative bodies have a particularly vital need to bring research knowledge to bear on their consideration of major issues affecting the economy and the political and social structure of their city, State, or Nation.

Legislators frequently complain that the system of legislative decisionmaking does not provide an adequate basis for informed judgment. Increasing the number of staff members without providing machinery for them to keep up to date in this way is neglecting an important aspect of staffing the Congress.

In the sciences, where the information explosion is well known, a series of conferences for Congressmen and for congressional staff has been conducted by Brookings and the American Association for the Advancement of Science on the policy implications of recent advances in a variety of scientific fields.

The response to these conferences received from congressional staff members has been encouraging.

I would like to add here, Mr. Chairman, that in two such conferences during the last few years, about a hundred participants have taken part from the Hill, about half of them from the Senate and about half from the House.

The reaction from these congressional staff members to this educational experience has been very, very encouraging to us.

The usual educational objectives in our programs are increased knowledge, a reconsideration of attitudes, and improved tools for job performance. We feel that these goals were reasonably well met in these conferences.

We hoped that the participants have increased knowledge in the new sciences, an understanding of new terminology essential for key judgments in the making of public policy, and increased skills for performing a legislative job of analysis and evaluation.

Public policy is increasingly made on the basis of an exploration of the relevant facts available. Congressional hearings are one way of getting to these facts through the testimony of experts.

The role of congressional staff who assist in planning and organizing these hearings is important. To the extent that committee staff members and the office staff of Members of Congress can receive advanced education or training, the work of the Congress will benefit, because the staff extends the reach and range of the Members. A well-trained staff should add to the resources of the individual Members and the congressional committees.

The two Brookings programs that have been organized for congressional staff have been financed with Brookings funds. With few exceptions, the activities of the Advanced Study Program, however, are self-supporting—or nearly so.

Business corporations, labor unions, and Government agencies pay a registration fee for each participant in a Brookings conference. More programs would be designed specifically for congressional staff and offered regularly if the academic institution sponsoring the program could charge a fee that could be paid under the Employees' Training Act.

In my opinion, Mr. Chairman, the legislative employees should be covered by the Training Act, just as executive branch personnel have been covered for nearly 10 years.

Safeguards would, of course, have to be established, just as they have been in the

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executive branch, to require that the training justifies the expense.

In this complex age, the mere fact that there is new knowledge in a particular field is not enough to insure its use. It must be examined and weighed against other considerations.

Discussion in an educational environment of the implications of the new knowledge is necessary.

One of the outstanding scholars and practitioners in the field of public administration, Lynton Caldwell of the University of Indiana, said in *The Journal of Higher Education* recently:

"More knowledge is needed, without doubt, but more use must be made now of what we already know. The challenge of the environment has arisen, in part, because higher education has responded too slowly to the changes induced by advanced scientific technology.

"The response of higher education must therefore include the present generation of decision-makers, whose choices today determine the possibilities of tomorrow."

In summary, Mr. Chairman, for the career professional employee of the Congress especially, training and educational activities of the kind now available to employees of the executive branch is clearly needed.

Thank you, Mr. Chairman. I will be glad to answer any questions that you or the staff may have.

Senator FANNIN. Thank you, Mr. Mitchell.

On the first page of your statement, Mr. Mitchell, I am very much interested at the bottom of the page where you say:

"It often costs less to perform research than to find out whether it has been done."

Would you say that the use of new techniques, computers, and other equipment, would help in doing away with this duplication?

Mr. MITCHELL. I know that the Congress has considered this problem at length, Mr. Chairman.

Senator FANNIN. How can you overcome the problem?

Mr. MITCHELL. It seems to me that the National Science Foundation is working hard on it and arriving at reasonable solutions.

I used to be associate director of the National Science Foundation. I am reasonably familiar with some of the things that they have tried to do.

This information explosion is an enormous problem, as I said in my testimony. The use of the computer is going to be very, very helpful. And looked at in the broadest perspective, mechanical translation is probably coming some day, so that we will be translating not only materials in English but from other languages as well.

Once we can use mechanical translation as well as computer technology, then the information explosion will be truly upon us.

Senator FANNIN. Do you feel that we are making progress?

Mr. MITCHELL. Most people don't realize what the problem really is amounting to. I think we are making progress. I don't think there is any question about it.

I do feel, as I said in somewhat more formal language here, that this is an area of education that this country is seriously neglecting, the education of people who are leaders in our society, because they are so busy that they don't have time to read.

But they will participate in small conferences that are well organized, well planned, and well run.

At least we have found that people from the Government, from the 200 largest corporations in the country, 35 of the top labor unions in the country do participate—not for their middle-level staff but for the presidents of the labor unions, the presidents and vice presidents of the largest corporations in the country.

This is an area to which the universities are not giving enough attention.

Senator FANNIN. I certainly agree with you as far as many staff members and the personnel of the Senators' offices are concerned, that they should have this opportunity.

I am just wondering, how are staff members informed about these programs that you have been carrying forward in the past.

Mr. MITCHELL. I am afraid that we were less than completely democratic, Mr. Chairman. We did not announce it and say we would be glad to receive applications from anybody who is interested.

What we did was to invite a small group of congressional staff people whom we knew to come down and have lunch with us. We said: "Of the people on the Hill, whom do you think would be interested in a series of seminars on the advancements of science and their implications for public policy?"

And we developed a list of people in Senators' offices, the senatorial staff, and the same in the House of Representatives. And we extended invitations.

My recollection is that about two-thirds of those who were invited accepted.

Senator FANNIN. Thank you very kindly. We appreciate very much your being with us this morning.

Mr. MITCHELL. Thank you, Mr. Chairman.

Senator FANNIN. Mr. John Griner, national president of the American Federation of Government Employees.

S. 939—INTRODUCTION OF BILL TO PROVIDE A U.S. FOREIGN SERVICE CORPS

Mr. DOMINICK. Mr. President, I introduce a bill to amend the Higher Education Act of 1965 to provide a U.S. Foreign Service Corps. In accordance with the ruling of the Parliamentarian in the last Congress, I ask that the bill be referred to the Labor and Public Welfare Committee.

This is the same scholarship program as that contained in S. 3700 of the 90th Congress. It was reported favorably by the Senate Education Subcommittee and the Senate Labor and Public Welfare Committee in July 1968 along with other new titles to the Higher Education Act.

After introduction of the bill last year, I received comments from a number of individuals with prominent professional reputations in international affairs and foreign policy. The following are representative and attest to the interest and support the Corps has aroused:

Adm. Arleigh Burke:

I read with keen interest the amendment which you introduced to the Higher Education Act. . . . I hope you are successful in getting it through.

The late Allen Dulles:

I am thoroughly in accord with the objective you have in mind.

Harrison Brown, Foreign Secretary, National Academy of Sciences:

In my opinion this is an important step forward and I congratulate you on your foresight.

Professor Gabriel Almond, Institute of Political Studies, Stanford University:

Your plan looks most interesting and worthy of support. I have not had an opportunity to consider it in detail and would appreciate any hearings or further material that you may have on it.

Stephen Bailey, chairman, Policy Institute, Syracuse University Research

Corporation, and former dean, Maxwell School of Citizenship:

I am intrigued and delighted with the notion of a United States Foreign Service Corps which would make use of existing academic institutions in educating and training American citizens for foreign service careers. In my estimation that is a far more efficient way of taking care of the educational needs of existing and prospective foreign service personnel than in the creation of a separate Foreign Service Academy.

Dr. Philip Mosley, associate dean, Faculty of International Affairs, Columbia University:

It is excellent in both its broad purposes and its realistic provisions for execution of the program. Because of the strenuous efforts made since 1945 by universities and colleges, and by several foundations, the institutions of the country offer a wide range of intensive programs on international affairs generally and on the intensive study of most of the areas of the world. Your bill provides a flexible and efficient way of tapping these large resources of training and research. . . . It could make a tremendous difference in the awareness of our people about our responsibilities in world affairs and in the effectiveness of both the study and the conduct of our foreign policy in its very wide ramifications.

William Langer, professor of history, Harvard University, and former member, advisory board, Foreign Service Institute:

I am well acquainted with the problems of training for service abroad. I have therefore read your bill with great interest. I think it is an excellent bill, that will do much to strengthen our staffs abroad. I trust that it will soon be enacted into law.

T. Keith Glennan, assistant to the chairman, Urban Coalition:

I am in agreement with the proposal you have made and hope that this activity can be included in the Omnibus Education Act of 1968.

Theodore Eliot, Jr., vice chairman, board of directors, American Foreign Service Association:

Your proposal is of great interest to the members of the Association, and comes at a time when the Association is itself examining the problems of recruitment and training of professionals in foreign affairs.

In addition, Ambassador George Allen, Director of the Foreign Service Institute until last fall, advised me by telephone that he was favorably inclined toward the bill, and would like to testify at Senate hearings.

When the bill reached the floor last year, committee jurisdiction was contested by the Foreign Relations Committee. The acting chairman of that committee, Mr. SPARKMAN, said that if the bill were withdrawn from the 1968 amendments, he would work to see that "early in the next session" it would receive "top priority." The distinguished Senator from Alabama further stated:

I wish the Senator from Colorado would agree to postpone it until January. I assure him I will do everything I can to get quick action on it.

Faced with further debate on the jurisdictional issue, and delay in passage of the balance of the 1968 amendments, the chairman of the Education Subcommittee, Mr. Morse, urged that I return the bill to the subcommittee, Mr. Morse,

February 7, 1969

CONGRESSIONAL RECORD — SENATE

S 1403

urged that I return the bill to the subcommittee and that we arrange hearings "at an early date, which would mean next session."

With these assurances, I reluctantly moved to strike the Corps from the reported bill.

In the 90th Congress, the Parliamentarian ruled this was an education bill, and sent it to our subcommittee. I agree with that ruling and understand he would make the same determination today if called upon to do so.

Nevertheless, recognizing the need to resolve this jurisdictional problem and to move forward with committee hearings and action in this session, and with the strong assurances I have received from both committees, I have agreed that following completion of consideration of this measure by the Senate Labor and Public Welfare Committee, I will ask that it be referred to the Foreign Relations Committee under a mutually satisfactory arrangement to be made at that time. I do so not without reservation since I continue to feel this scholarship program was just as properly referred to the Labor and Public Welfare Committee as was the International Education Act of 1966.

A detailed explanation of the proposed U.S. Foreign Service Corps appears in my remarks for the CONGRESSIONAL RECORD of June 26, 1968, at page S. 7745. Rather than repeat them at this time, I ask unanimous consent that the text of the bill as well as a section-by-section analysis be printed in the RECORD at the close of my statement today.

Let me emphasize, however, several points.

This is not a Foreign Service Academy bill. Proposals of that nature have been made in Congress for some 25 years. Little, if any, progress was made, and new direction is needed.

This is not a program to train or to replace Foreign Service officers. There are now about 3,387 active members in that select group known as Foreign Service officers, but more than 22 times that many people—in excess of 75,000—work for the Government in foreign countries in fields ranging from agriculture to engineering to labor and commerce.

The Corps is a comprehensive scholarship program for institutions of higher education throughout the United States. Its purpose is to stimulate interest among students in fields related to foreign relations, to increase educational opportunities in these fields, and to build and maintain the highest caliber of competence for all employees of the Federal Government serving abroad. In short, the principal thrust is on making readily accessible the best possible educational, training, and research facilities in the country.

At least 77 institutions in 31 States, the District of Columbia, and Puerto Rico offer career curricula in international relations. Some 41 institutions in 21 States and the District of Columbia have curriculums for foreign service and diplomacy. The potential for this non-Government educational resource is there, if we will only recognize it and put it to maximum use.

The U.S. Foreign Service Corps was designed with this in mind:

First. It utilizes, rather than competes with, the facilities and academic expertise of educational institutions, public and private, while preserving their control and objectiveness.

Second. It offers varied but carefully coordinated undergraduate and graduate programs including field training for student scholarship recipients as well as inservice training and research.

Third. It harnesses a continual and prepared reservoir of representative talent from diverse sectors of American life with a variety of educational backgrounds from many colleges and universities.

Fourth. It provides access to the full breadth of disciplines taught by the top minds in the country.

Fifth. It maintains the desirable flexibility and independence to maximize opportunities for charting new courses and altering old ones in foreign affairs education and practice.

Sixth. It concentrates our investment in people instead of property, avoiding large capital outlays for buildings, grounds, and equipment.

The bill I introduce today is identical to S. 3700 of the last Congress with two exceptions. Additional emphasis has been placed on graduate schooling by increasing the ceiling on the number of such scholarships to 1,500, while decreasing undergraduate scholarships to 3,500. The total number of scholarships remains the same. Payments for subsistence have been adjusted to make them more competitive with the general level of payments in other educational programs.

One consideration in my decision to withdraw the Corps from the 1968 amendments was a letter from the State Department asking that Senate action be deferred "until such time as the appropriate comment can be provided." Two weeks prior, July 1, 1968, the State Department, HEW, GAO, and BOB were asked to provide the committee with their suggestions on the bill. As of January 20, 1969, none had arrived. Precious time has been lost. Seven months should have been ample time to read the bill, and I am confident the new administration will act more expeditiously.

Regrettably, we do not yet have an efficient total system for training personnel from all agencies destined for overseas assignments. Independent efforts of the many departments and agencies cannot meet the challenge. I want to change that.

"Forward Together" can achieve real meaning through the U.S. Foreign Service Corps.

Mr. President, perhaps no other event in our lifetime will serve so well to mark the smallness of the good earth as will the magnificent achievements of Apollo VIII. The need for man to live together in peace and understanding has been awakened in America and around the globe.

The United States needs to listen as well as to act and our foreign service employees, being our first level of governmental contact with persons over-

seas, need the finest possible training to insure our ability to listen and understand, and to insure our capacity to persuade others of our search for peace.

I ask unanimous consent that the bill and a section-by-section analysis of the bill be printed at this point in the RECORD.

The VICE PRESIDENT. The bill will be received and appropriately referred; and, without objection, the bill and section-by-section analysis will be printed in the RECORD.

The bill (S. 939) to amend the Higher Education Act of 1965 in order to provide for a U.S. Foreign Service Corps, introduced by Mr. DOMINICK, was received, read twice by its title, referred to the Committee on Labor and Public Welfare, by unanimous consent, and ordered to be printed in the RECORD, as follows:

S. 939

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Higher Education Act of 1965 is amended (1) by redesignating title XII and sections 1201 through 1210, and all references thereto, as title XIII and sections 1301 through 1310, respectively, and (2) by inserting after title XI a new title as follows:

"TITLE XII—UNITED STATES FOREIGN SERVICE CORPS

"ESTABLISHMENT OF CORPS

"SEC. 1201. The Congress recognizes that the world and the universe are growing smaller in terms of time and space which necessitates now, and will demand in the future, constant informed contact, knowledge and understanding among all the peoples of the world in diplomatic, cultural, and commercial exchanges. The success of these exchanges and the survival of the world may depend upon the ability, education, training, and intelligence of the men and women charged with responsibilities relating to the foreign relations of the United States. To assure that there is adequate opportunity for the young men and women of the United States to enter this vast field with the best possible training of their natural abilities and to advance the professional education and training of the officers and employees of the Government currently engaged in the field of foreign relations, there is hereby established, as provided in the succeeding provisions of this title, a Corps to be known as the United States Foreign Service Corps (hereinafter in this title referred to as the 'Corps'). The Corps shall consist of all students admitted to the Corps under section 1205, and all officers and employees of the Government admitted to the Corps under section 1207, who are enrolled in a program of education, training, or research, or a course of study, approved by the Board under section 1204.

"DEFINITIONS

"SEC. 1202. As used in this title—

"(a) 'Government' means the Government of the United States;

"(b) 'non-Federal institution of higher education' means an institution of higher education which is not owned or substantially controlled by the Government of the United States;

"(c) 'Board' means the Board of Trustees of the Corps;

"(d) 'department or agency' means an executive department, a military department, an independent establishment, or a Government corporation as specified in chapter 1 of title 5, United States Code;

"(e) 'training month' means any month during which a member of the Corps ad-

S1404

CONGRESSIONAL RECORD — SENATE

February 7, 1969

mitted under section 1205 is taking at least the minimum level of credit hours in a full-time course of study prescribed by the Board, or is taking field training as assigned by the Board; and

"(f) 'dependent', when used in relation to a dependent of a member of the Corps admitted under section 1205, means an individual who qualifies as a dependent of such member under section 152 of the Internal Revenue Code of 1954, as amended.

"BOARD OF TRUSTEES"

"Sec. 1203. (a) The management and supervision of the Corps shall be vested in a Board of Trustees. The Board shall develop and support, as provided hereinafter, programs of education, training, and research in the field of foreign relations designed to prepare, or advance the qualifications of, members of the Corps for service with the United States in positions or programs related to such field.

"(b) The Board shall consist of the Secretary of State, four educators to be appointed by the President, two members of the United States Senate to be appointed by the Vice President, and two members of the House of Representatives to be appointed by the Speaker of the House of Representatives. Not more than one of the trustees appointed from the Senate nor one of the trustees appointed from the House of Representatives shall be of the same political party.

"(c) (1) The term of each member of the Board appointed from the Senate and the House of Representatives shall be two years.

"(2) The term of each member of the Board appointed by the President shall be four years; except that of the first four persons appointed by the President two shall be designated to serve for two years and two shall be designated to serve for four years.

"(3) Members of the Board shall be eligible for reappointment.

"(d) Vacancies created by death or resignation shall be filled in the same manner in which the original appointment was made, except that the person appointed to fill the vacancy shall be appointed only for the unexpired term of the trustee whom he shall succeed.

"(e) Members of the Board shall serve without pay; but shall be entitled to reimbursement for travel, subsistence, and other necessary expenses incurred in the performance of their duties.

"ESTABLISHMENT OF CORPS PROGRAMS"

"Sec. 1204. (a) In order to carry out the purposes of this title, the Board is authorized and directed to make arrangements with qualified non-Federal institutions of higher education providing for the admission of qualified members of the Corps to such institutions for their enrollment in programs operated by and at such institutions which are designed to—

"(1) enable qualified students who are admitted to the Corps pursuant to section 1205 to pursue full-time courses of study approved by the Board relating to the field of foreign relations and leading to the granting of an undergraduate or graduate degree;

"(2) enable qualified officers and employees of the Government having duties or responsibilities in the field of foreign relations who are admitted to the Corps pursuant to section 1207 to pursue, on a voluntary basis and on such terms and conditions as the Board may prescribe, professional education, training and research activities approved by the Board relating to the field of foreign relations, including selected subjects from a general curriculum, or to pursue full-time courses of study approved by the Board relating to the field of foreign relations and leading to an undergraduate or graduate degree; and

"(3) enable selected members of the Corps to engage in research activities approved by the Board relating to the field of foreign

relations. In addition, such arrangements shall provide for a program of appropriate orientation and language training by and at such institutions for members of the families of persons admitted to the Corps or of officers and employees of the Government who are not members of the Corps, but have duties or responsibilities in the field of foreign relations, in anticipation of, or on account of, the assignment of such members of the Corps or officers or employees of the Government to a foreign country or area.

"(b) In carrying out its functions under subsection (a), the Board shall not enter into any arrangement with a non-Federal institution of higher education unless such arrangement provides that such institution will offer to members of the Corps, as a part of its curriculum, courses of study or activities of education, training, or research in the field of foreign relations approved by the Board as satisfactory in order to prepare, or advance the qualifications of, members of the Corps for service with the United States in positions or programs related to the field of foreign relations.

"(c) The number of persons who may receive instruction and training under the various programs of the Corps shall be determined by the Board; except that not more than three thousand five hundred students may be admitted under section 1205 as new members of the Corps in any academic year for the purpose of pursuing courses of study leading to an undergraduate degree, and not more than fifteen hundred students may be admitted under section 1205 as new members of the Corps in any academic year for the purpose of pursuing courses of study leading to a graduate degree.

"NOMINATION AND ADMISSION OF STUDENTS INTO CORPS"

"Sec. 1205. (a) The Board shall provide for the holding of annual competitive undergraduate and graduate examinations to determine the admission of applicants into the Corps from among students who are nominated pursuant to subsection (c). Such examinations shall test the intellectual capacities and training of the applicant and his aptitude for service in the field of foreign relations. The Board shall develop such examinations in consultation with non-Federal institutions of higher education with which it has made arrangements under section 1204.

"(b) Applicants for the annual undergraduate examination held by the Board shall be citizens of the United States who are graduates of, or attending, a public secondary school in, or any private secondary school accredited by, a State, or a public or private secondary school in a foreign country which in the judgment of the Board provides an educational program for which it awards a certificate of graduation generally accepted as constituting the equivalent of that awarded by secondary schools accredited by a State. Applicants for the annual graduate examination held by the Board shall be citizens of the United States who are graduates of, or attending, an institution of higher education in the United States or of an institution of higher education in a foreign country which provides an educational program for which it awards a degree which in the judgment of the Board is generally accepted as constituting the equivalent of a bachelor's degree awarded by similar institutions in the United States. No applicant shall be eligible to take any such examination unless he has first been nominated pursuant to subsection (c).

"(c) (1) A total of eight thousand four hundred and eighteen applicants shall be nominated each year to take the annual competitive examinations held by the Board as follows:

"(A) two hundred and twenty from the United States at large as follows:

"(i) one hundred nominated by the President,

"(ii) sixty-six nominated by the Vice President, and

"(iii) fifty-four nominated by the Secretary of State;

"(B) thirty from each State, fifteen nominated by each Senator from the State;

"(C) fifteen from each congressional district, nominated by the representative from the district;

"(D) three from each State nominated by the Governor of the State;

"(E) seven from the Commonwealth of Puerto Rico nominated by the Resident Commissioner from Puerto Rico;

"(F) ten from the District of Columbia, nominated by the Commissioner of the District of Columbia;

"(G) three from the Virgin Islands, nominated by the Governor of the Virgin Islands; and

"(H) three from the Canal Zone, nominated by the Governor of the Canal Zone.

"(2) No person may be nominated under clauses (B) through (G), inclusive, of paragraph (1) unless such person is domiciled in the State, or in the congressional district, from which such person is nominated, or in the District of Columbia, the Commonwealth of Puerto Rico, or the Virgin Islands if nominated from one of those places. To be eligible for nomination by the Governor of the Canal Zone, a person must be a resident of the Canal Zone, or a member of the family of a resident of the Canal Zone, or a member of the family of a civilian officer or employee of the United States or the Panama Canal Company residing in the Republic of Panama.

"(3) After the initial three years of operation of the Corps, if the Board determines that the total number of applicants who will be qualified and admitted as new members in the Corps prior to the beginning of any academic year under this section for the purpose of pursuing courses of study during such academic year leading to undergraduate or graduate degrees, respectively, will be below the total number of applicants who may be so admitted to the Corps in accordance with section 1204(c), the Board may nominate to take a competitive examination held prior to such academic year, and select for admission to the Corps, in the order of merit established by such examination, such additional number of eligible applicants as the Board finds will be necessary to meet the needs of the Corps programs in such academic year and will not exceed the limitations set forth in section 1204(c).

"(d) Applicants under this section shall be selected for membership in the Corps in the order of merit established by the annual examinations held by the Board pursuant to this section, but no person shall be eligible for admission as a member of the Corps unless he is a graduate of a public or private secondary school described in subsection (b) in the case of a student intending to pursue a course of study leading to an undergraduate degree or a graduate of an institution of higher education described in subsection (b) in the case of a student intending to pursue a course of study leading to a graduate degree.

"(e) Except as provided in this section, no competitive or other similar examination shall be required for admission of any person as a member of the Corps under this section.

"COMPENSATION AND PAYMENT OF EXPENSES AND SUBSISTENCE FOR STUDENT MEMBERS"

"Sec. 1206. (a) Members of the Corps who are admitted under section 1205 and are maintaining satisfactory progress in, and taking at least the minimum level of credit hours in, full-time courses of study as prescribed by the Board shall be compensated for tuition, texts, laboratory fees and associated course materials, and shall receive subsistence payments as provided in this section. No compensation or payments shall be made except in accordance with procedures estab-

February 7, 1969

lished by the Board to assure their accuracy and appropriateness.

"(b) The subsistence payments which shall be payable under this section are as follows:

"(1) A single student member shall receive \$200 subsistence pay per training month.

"(2) A married student member having a dependent spouse shall receive \$250 subsistence pay per training month, and if they have a dependent child or children an additional allowance of \$30 for each dependent child shall be paid per training month.

"(3) Where both a husband and wife member are students under a Corps program and are cohabiting their joint subsistence pay shall be \$300 per training month, and if they have a dependent child or children an additional allowance of \$30 for each dependent child shall be paid per training month.

"(4) Where both a husband and a wife member are students under a Corps program and are legally separated they each shall receive the same subsistence pay per training month as would a single student, but if either spouse has a dependent child or children an additional allowance of \$30 per training month shall be paid to the entitled spouse for each dependent child.

"(5) Student members shall be granted an additional allowance of \$30 per training month for each dependent not a spouse or a child of such student member.

"ADMISSION OF GOVERNMENT OFFICERS AND EMPLOYEES INTO CORPS; EXPENSES AND COMPENSATION

"SEC. 1207. (a) The head of each Government department or agency is authorized (1) to select officers and employees of such department or agency who may volunteer to be admitted to the Corps to pursue education, training or research or a course of study within a Corps program, (2) to pay all or any part of the pay (except overtime, holiday, or night differential pay) of any such officer or employee so selected for the period of such education, training or research, or course of study, as a member of the Corps, and (3) to pay or reimburse such officer or employee for all or part of the necessary expenses of such education, training, or research, or course of study, without regard to section 529 of title 31, United States Code, including the necessary costs of (A) the travel expenses of such officer or employee and the transportation expenses of his immediate family, (B) the expenses of packing, crating, transporting, and temporarily storing, draying and unpacking his household goods and personal effects to the extent authorized by section 5724 of title 5, United States Code, (C) purchase or rental of books, materials and supplies, and (D) all other services or facilities directly related to the education, training, or research or course of study of such officer or employee within a Corps program. The head of each Government department or agency shall prescribe, with the approval of the Board, limitations concerning the number of officers and employees of such department or agency who may be selected for admission to the Corps at the same time and the period of time which may be spent by such officers and employees in study, training, or research or a course of study within a Corps program. The provisions of section 1206 shall not apply to any Government officers or employees admitted to the Corps under this section.

"(b) Appropriations made available to any Government department or agency for the payment of salaries and expenses of officers and employees of such department or agency shall be available for making payments under this section to members of the Corps selected from such department or agency.

"(c) During any period for which any Government officer or employee who is admitted to the Corps under this section is separated from his usual duties of employ-

ment with any Government department or agency for the purpose of education, training, or research or a course of study within a Corps program, such officer or employee shall be considered to have performed service, as an officer or employee of such department or agency at the rate of compensation received immediately prior to commencing such education, training, or research or course of study (including any increase in compensation provided by law during the period of such activity) for the purposes of (1) subchapter III (relating to civil service retirement) of chapter 83 of title 5, United States Code, (2) chapter 87 (relating to Federal employees group life insurance) of title 5, United States Code, and (3) chapter 89 (relating to Federal employees group health insurance) of title 5, United States Code.

"(d) Each Government officer or employee who is admitted to the Corps under this section shall, on completion of the period of education, training, or research or a course of study within a Corps program, be entitled to continue service in his former position or a position of at least like seniority and status in the department or agency from which he was selected for such education, training, or research or course of study and shall be entitled to at least the rate of basic pay to which he would have been entitled had he continued in his usual service with such department or agency. On resumption of his usual duties with such department or agency, the department or agency shall restore such officer's or employee's sick leave account, by credit or charge, to its status at the time he commenced education, training, or research or a course of study within a Corps program.

"AGREEMENT TO ENTER INTO OR CONTINUE GOVERNMENT SERVICE AFTER COMPLETING CORPS PROGRAM

"SEC. 1208. The Board shall obtain from each person admitted to the Corps, other than members of a family receiving orientation or language training under section 1204 (a), such agreement as the Board may deem necessary to assure that such person will accept employment with the United States, unless already so employed, and will remain in the employ of the United States, wherever assigned by the employing department or agency, for such period after completion of their education, training, research, or course of study within a Corps program as is prescribed by (1) the Board in the case of students admitted to the Corps under section 1205, or (2) the head of the employing department or agency in the case of Government officers and employees selected for admission to the Corps from such department or agency under section 1207.

"ASSIGNMENT OF STUDENT MEMBERS FOR FIELD TRAINING AND GOVERNMENT SERVICE

"SEC. 1209. (a) During the course of study leading to an undergraduate or graduate degree, each student admitted to the Corps under section 1205 may be assigned at the discretion of the Board for field training with any program of the Government relating to the field of foreign relations conducted by any department or agency of the Government. The period of field training assignment for a Corps member under this subsection may not exceed two consecutive months in any calendar year during the first three years of undergraduate study, nor more than six consecutive months during the fourth year of undergraduate study or any academic year of graduate study.

"(b) Except as otherwise provided by any law of the United States or regulation prescribed by the Board, each student admitted to the Corps under section 1205 shall, upon satisfactory completion of his course of study leading to an undergraduate or graduate degree, or within such period of time thereafter as the Board finds to be reasonable to prepare and submit any thesis or disserta-

tion related to his course of study, be available for assignment in the discretion of and by the Board (1) for hiring or appointment by the United States in connection with any program of the Government relating to the field of foreign relations conducted by any department or agency of the Government, or (2) if such member has completed a course of study leading to a graduate degree, for one year of specialized study in a particular foreign country or area in which he may later be assigned for Government service. Upon satisfactory completion of any such year of specialized study by a member of the Corps, he shall be appointed as a Foreign Service officer by the Secretary of State without the examination provided for in section 516 or 517 of the Foreign Service Act of 1946 (22 U.S.C. 911-912).

"(c) Prior to making any assignments under this section, the Board shall consult with interested departments and agencies of the Government to determine the personnel requirements of their programs relating to the field of foreign relations. To the extent practicable, members of the Corps shall be assigned in accordance with their preferences for a particular Government program.

"ROTATION FOR SERVICE IN THE UNITED STATES

"SEC. 1210. All Corps members who have satisfactorily completed their education, training, or research, or course of study within a Corps program and are employed by, or remain in the employment of, the United States under this title shall be assigned to Government duties within the United States for a minimum of one year during every five that they are employed in any Government program in the field of foreign relations; except that the provisions of this subsection may be waived when the United States is at war as declared by Congress.

"CONTINUATION OF FOREIGN SERVICE INSTITUTE

"SEC. 1211. The Foreign Service Institute, established under title VII of the Foreign Service Act of 1946 (22 U.S.C. 1041-1047) is hereby continued. All functions, powers, and duties of the Secretary of State under such title, relating to the Foreign Service Institute, are hereby transferred to the Board. All property and personnel of the Foreign Service Institute, together with the unexpended balance of any appropriation available for use by such Institute, are hereby transferred to the Board and shall be subject to the control and use of the Board for the furtherance of the objectives of the Corps.

"STAFF OF BOARD

"SEC. 1212. (a) The Board may appoint and fix the compensation of a staff consisting of not more than five professional staff members and such clerical staff members as may be necessary. Such appointments shall be made and such compensation shall be fixed in accordance with the provisions of title 5, United States Code, governing appointments in the competitive service, and the provisions of chapter 51 and subchapter III of chapter 53 of such title relating to classification and General Schedule pay rates.

"(b) The Board may designate one member from the professional staff who shall serve as the chief staff officer of the Board and shall exercise, under the supervision and in accordance with the policies of the Board, such of the powers and duties granted to the Board as it deems appropriate.

"(c) The Board may procure such temporary and intermittent services as are authorized by section 3109 of title 5, United States Code, but at rates not to exceed \$100 a day for individuals.

"ACQUISITION OF REAL OR PERSONAL PROPERTY BY BOARD

"SEC. 1213. The Board shall have the power to acquire and hold property, real or personal, and to receive and accept money or other property, real or personal, bequeathed,

devised, or donated, and to use, sell, or otherwise dispose of such property for the purpose of carrying out this title.

"PROHIBITION AGAINST ESTABLISHMENT OF ACADEMY"

"SEC. 1214. Except as provided in section 1211, nothing in this title shall be construed to authorize the Board to establish any educational institution, or to appoint or hire any person to serve on the faculty or staff of any educational institution.

"AUTHORIZATION"

"SEC. 1215. There are hereby authorized to be appropriated to the Board to carry out the purposes of this title (other than section 1207), \$15,000,000 for the fiscal year ending June 30, 1970; \$30,000,000 for the fiscal year ending June 30, 1971; \$45,000,000 for the fiscal year ending June 30, 1972; and \$60,000,000 for the fiscal year ending June 30, 1973; but for the fiscal year ending June 30, 1974, and each succeeding fiscal year, only such sums may be appropriated as the Congress may hereafter authorize by law."

The section-by-section analysis of the bill, presented by Mr. DOMINICK, follows:

U.S. FOREIGN SERVICE CORPS—SECTION-BY-SECTION ANALYSIS

Section 1201. Establishment of Corps: To provide more widespread opportunity for entering, and more adequate training of persons entering or already engaged in, the field of foreign relations, a U.S. Foreign Service Corps would be established, consisting of students and Government employees selected for admission under the provisions of this title, and enrolled in a program of education, training, or research, or a course of study approved by the Board of Trustees established hereunder.

Section 1202. Definition: "Government", "non-Federal institution of higher education" (institution not owned or substantially controlled by the Government of the United States), "Board" (Board of Trustees of the U.S. Foreign Service Corps), "department or agency" (including Government corporation), "training month", and "dependent" would be defined.

Section 1203. Board of Trustees: A Board of Trustees (consisting of the Secretary of State, four educators appointed by the President, two Senators, not of the same political party, appointed by the Vice President, and two Representatives, not of the same political party, appointed by the Speaker of the House) would be charged with management and supervision of the Corps, and development and support of programs of education, training, and research, designed to prepare, or advance the qualifications of, members of the Corps for service with the United States in positions or programs related to foreign relations. Members of the Board would serve without pay, but with reimbursement for travel, subsistence, and other necessary expenses, for terms of 2 years (Senate, House, and first two educator appointees of the President) or 4 years (all other educator appointees of the President, of which two would be appointed every 2 years), and might be reappointed.

Section 1204. Establishment of Corps programs: The Board would be authorized to make arrangements with qualified non-Federal institutions of higher education to admit qualified members of the Corps to programs approved by the Board, including—

(1) in any academic year, not more than 3,500 undergraduate and not more than 1,500 graduate student members, for full-time courses of study leading to, respectively, undergraduate or graduate degrees in foreign relations;

(2) Government employee members for professional education, training, and research activities or for full-time courses of study leading to an undergraduate or graduate degree in foreign relations;

(3) selected members of the Corps for research activities in the field of foreign relations.

The arrangements must include a program for appropriate orientation and language training at the institution for members of the families of persons admitted to the Corps if it is anticipated the Corps member will be assigned to a foreign country or area. Such orientation and language training must also be available for members of the families of officers and employees of the Federal Government who are not Corps members, but who have duties or responsibilities in the field of foreign relations, when it becomes apparent the officer or employee will be assigned to a foreign country or area.

Section 1205. Nomination and admission of students into Corps: The total of 3,500 undergraduate and 1,500 graduate student members of the Corps authorized for admission in any year would be selected in order of merit by annual competitive undergraduate and graduate examinations held by the Board, to test the intellectual capacity, training, and aptitude for foreign affairs of 8,418 persons eligible to take the examination and nominated in accordance with provisions of this section. (After 3 years, if it appeared in any year that this procedure would not qualify for admission into the Corps the number of student members who might be admitted, an additional competitive examination would be given to nominees of the Board.)

Applicants for the annual undergraduate examination would be required to be citizens of the United States who had graduated from, or were attending, a public secondary school in, or a private secondary school accredited by, a State or a secondary school in a foreign country with an educational program approved by the Board. Applicants for the annual graduate examination would be required to be citizens of the United States who had graduated from, or were attending, an institution of higher education in the United States or an institution of higher education in a foreign country which awards a degree which in the Board's judgment is generally accepted as equivalent to a bachelor's degree in the United States. (Before admission into the Corps, a student member would need to have graduated from such secondary school or institution of higher learning, as the case might be.)

The annual competitive examination could be taken only by applicants nominated as follows:

(1) 220 nominated from the United States at large (100 by the President, 66 by the Vice President, 54 by the Secretary of State);

(2) 1,650 nominated from the 50 States (15 by each Senator, 3 by each Governor);

(3) 6,525 nominated from the 435 congressional districts (15 by the Representative from each district);

(4) 10 from the District of Columbia, nominated by the Commissioner of the District of Columbia;

(5) 13 from outlying areas (7 nominated by the Resident Commissioner from Puerto Rico, 3 by the Governor of the Virgin Islands, 3 by the Governor of the Canal Zone).

Total, 8,418.

Except with respect to nominees at large, and from the Canal Zone, nominations could be made only from among persons domiciled in the State, congressional district, or geographic area from which nominated.

Section 1206. Compensation and payment of expenses and subsistence for student members: Student members of the Corps admitted under Section 1205 and maintaining satisfactory progress in courses of study prescribed by the Board would be compensated for tuition, texts, laboratory fees, and associated course materials and would be eligible to receive subsistence payments in accordance with procedures established by the Board. Subsistence payments per training month would be \$200 for a single student

or a student legally separated, \$250 for a married student with a dependent spouse, and \$300 for husband and wife student members who are living together. An additional \$30 per training month would be paid for each dependent child of a student member, or for a dependent other than his spouse or child.

Section 1207. Admission of Government officers and employees into the Corps; expenses and compensation: The head of each Government department or agency would be authorized to select from among its employees volunteering for admission into the Corps to pursue education, training, or research within the Corps program, to prescribe limitations on the number of employees selected at the same time, and the length of their course of study. From appropriations made available for the payment of salaries and expenses of employees of such department or agency, employees so selected would be authorized to be paid their regular salaries, and (without regard to 31 U.S.C. 529) to be reimbursed for necessary expenses of such education, training, or research (including travel expense of such employee, transportation expenses of his immediate family, cost of transporting or storing his household goods and personal effects to the extent authorized by 5 U.S.C. 5724, purchase or rental of books, materials, and supplies, and other services or facilities related to his education, training, or research). A Government employee's period of education, training, or research within a Corps program would be deemed to be Government service for purposes of civil service retirement, Federal employees' group life and health insurance, and at the completion thereof, the employee would have reemployment rights to a position of at least like seniority and status in the department or agency from which he was selected, with restoration of sick leave credit, and at the rate of pay to which he would have been entitled if he had continued his usual service in such department or agency.

Section 1209. Assignment of student members for field training and Government service: The Board might assign any student member of the Corps admitted under Section 1205 for field training with any Government program relating to foreign relations for not more than 2 consecutive months in any of the first 3 calendar years of his undergraduate study, and for not more than 6 consecutive months during the fourth year of undergraduate study or any academic year of graduate study. Except as otherwise provided by law or by regulation of the Board, a student member who received an undergraduate or graduate degree under the Corps program would be available for assignment by the Board (in consultation with interested departments and agencies of Government and, to the extent practicable, in accordance with the student's preferences (1) to be hired by any department or agency of Government for a program relating to the field of foreign relations, or (2) in the case of a student member who received a graduate degree under the Corps program, for 1 year of specialized study in a foreign country or area in which he might later be assigned for Government service. Only those students selected for such specialized study from those completing a graduate degree would be entitled to be appointed Foreign Service officers by the Secretary of State, without the examination provided in 22 U.S.C. 911-912, upon satisfactory completion of the year of specialized study.

Section 1210. Rotation for service in the United States: Except in time of war declared by Congress, Corps members who satisfactorily completed education, training, or research, or course of study within a Corps program, and who were employed by the United States in the field of foreign relations, would be assigned Government duties with-

in the United States for at least 1 of every 5 years of such employment.

Section 1211. Continuation of Foreign Service Institute: All functions, powers, and duties of the Secretary of State relating to the Foreign Service Institute established under 22 U.S.C. 1041-1047 would be transferred to the Board. All property and personnel of the Foreign Service Institute and the unexpended balance of any appropriation therefor would be transferred to the Board for use in furtherance of the objectives of the Corps.

Section 1212. Staff of Board: The Board would be authorized to make appointments in the competitive service and to fix the compensation, in accordance with civil service classification and general schedule pay rates, of not more than five professional staff members (including a chief staff officer of the Board) and such clerical staff members as might be necessary.

The Board would be authorized to procure temporary or intermittent services pursuant to 5 U.S.C. 3109, at rates not to exceed \$100 per day for individuals.

Section 1213. Acquisition of real or personal property by Board: The Board would have the power to acquire, hold, use, sell, or otherwise dispose of property, real or personal, and to accept gifts or bequests, to carry out the purposes of this title.

Section 1214. Prohibition against establishment of academy: The Board would have no authority to establish any educational institution, nor to appoint any person to serve on the faculty or staff of any educational institution except the Foreign Service Institute.

Section 1215. Authorization: To carry out the purposes of this title (except Section 1207), appropriations to the Board would be authorized in the amount of \$15 million in fiscal 1970, \$30 million in fiscal 1971, \$45 million in fiscal 1972, \$60 million in fiscal 1973, and in fiscal 1974 and each succeeding fiscal year, such sums as Congress might authorize.

S. 940—INTRODUCTION OF BILL RELATING TO A MORATORIUM FOR DAMS ON THE MIDDLE SNAKE

Mr. JORDAN of Idaho. Mr. President, I introduce today, for appropriate reference, on behalf of myself and my distinguished colleague, Senator CHURCH of Idaho, a bill which will declare a moratorium on the granting of a license for any dam on the Middle Snake River between the Hells Canyon Dam and the site of the Asotin Dam. This would apply for a period of 10 years.

This will be consistent with the 10-year moratorium on the reconnaissance studies of water augmentation for the Southwest from sources outside the Colorado River Basin States as spelled out in the Colorado River development bill and for the 10-year study on the main Salmon River which is now designated in the study section of the wild and scenic rivers bill. The Columbia River Basin States are a full generation behind the Colorado River Basin States in water resource planning. We expect to make good use of this 10-year period.

First. The Pacific Northwest River Basins Commission was created on March 6, 1967. Studies by this Commission are now going forward in cooperation with agencies of the States of Idaho, Oregon, Washington, Montana, and Wyoming.

Second. The constitution of Idaho was amended in 1964 to authorize a State water resource board. This was funded in 1967. This agency is now building an organization and has started its study

and inventory of water and land resources of the State to determine the present and future water needs.

Third. We need more facts which current studies will provide.

Mr. President, after having achieved a 10-year moratorium on the Colorado River Project Act in order to preserve our options provided by that moratorium it would be inconsistent and inexcusable to remain silent while dam builders argue over who will build a dam at Appaloosa or Mountain Sheep when the building of either project will foreclose the hard-won options we have thus far successfully defended. For these reasons Senator CHURCH and I intend to insure that Idaho's options in water resource development are kept open and not foreclosed by precipitate action in licensing by the FPC or authorization by the Congress for Federal construction of any dam in the Middle Snake Area.

Some pertinent facts which relate to this situation are—

First. High Mountain Sheep, Appaloosa, and Nez Perce are mutually exclusive, that is, the building of any one would preempt the building of the other two. Nez Perce is superior to the other two in every way because it is located below the confluence of the Salmon and Snake Rivers and will best use the water from both rivers behind a single dam. Consideration of the Nez Perce has yielded with pressure to preserve anadromous fish runs.

Second. On January 20, 1958, the FPC denied an application by Pacific Northwest Power Co.—project No. 2173—to build dams at Mountain Sheep and Pleasant Valley. At that time the Commission said:

Commission determines that applicant's project will not be best adapted to a comprehensive plan of development of the water resources of the region under Section 10(a) of the Federal Power Act after finding that the Nez Perce project would have more flood control benefits and greater power benefits than applicant's proposed project.

Third. The reasons for denying the applicant's application are even more valid now than they were in 1958. Since then preliminary studies disclose:

That the Snake River watersheds will not provide enough water to irrigate the great potential of land adjacent and economically feasible new irrigable lands.

That the best source of supplemental water is Idaho's own Salmon River.

That present salmon runs may already be doomed by the building of the 10 dams below the mouth of the Salmon River that are now either built, under construction, or authorized, or it may be that fisheries research may provide a means of passing fish over dams without the high losses that now occur.

That to achieve Idaho's ultimate reclamation potential both supplemental water supplies and low cost pumping power are essential. Both of these elements are available in the Salmon storage behind Nez Perce Dam with pumpback to project lands by low cost Nez Perce power.

That the building of Nez Perce would not only make possible the use of Salmon River water for upstream consumptive use in the Snake River Basin but would

make available for the same purpose a minimum flow of 5,000 cubic feet per second now required by the FPC as a condition in the licensing of Idaho Power Co. at its three-dam complex upstream in the Middle Snake.

Mr. President, Idaho is now at the crossroads. The stakes are high. Within 10 years we must decide which direction to take, whether it be toward achieving our high reclamation potential by full development of the Middle Snake or to maintain an open river. We do not have to make this decision now. Nor do we wish to be forced into a decision by others who are motivated by the single purpose, power. Bear in mind, there are many sources of power including nuclear or fossil fuel generation but the one essential element in making the desert bloom is water.

In Idaho we have a double loyalty in our great love for our vast forests, mountain meadows, open ranges, lakes, and streams. We are determined to protect our great wildlife and recreation resources and we are equally determined to utilize the natural resources of these areas to help us grow and develop fully our industrial and agriculture potential. I believe that these objectives are not incompatible and I hope that Congress will assist us in reaching these objectives by granting a moratorium until our studies have been completed.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 940) to prohibit the licensing of hydroelectric projects on the Middle Snake River below Hells Canyon Dam for a period of 10 years, introduced by Mr. JORDAN of Idaho (for himself and Mr. CHURCH), was received, read twice by its title, and referred to the Committee on Interior and Insular Affairs.

TEN-YEAR MORATORIUM FOR MIDDLE SNAKE

Mr. CHURCH. Mr. President, I am pleased to join my distinguished colleague, Senator JORDAN of Idaho, in sponsoring this bill to prohibit the licensing of hydroelectric projects on the Middle Snake River below Hells Canyon Dam for a 10-year period.

The thrust of this legislation is to provide time for further appraisal of the Middle Snake in the context of changing time and need.

I am presently persuaded that the construction of a high hydroelectric dam in the Middle Snake would not contribute greatly to the development of Idaho. The power would be sold almost entirely outside the State to large urban centers. An alleged benefit to the fishery has yet to be proved, or even accepted by the best-informed sportsman groups. Federal appropriations for water development projects are limited, and I think it very important to arrange our priorities in such a way that multipurpose projects, which include irrigation, navigation, and flood-control benefits, as well as electric power, and which contribute most to the general growth of our economy, are built ahead of those projects which contribute the least.

Hells Canyon has a long history of conflict in the private versus public power field. I will not go into a detailed chronology, other than to point out that the

February 7, 1969

S 1408

public and private groups which separately and then jointly filed for licenses to construct dams in the canyon have now reached agreement with the Interior Department for a partnership for which congressional approval will be sought. The record, however, is replete with divided and opposing appraisals. Even now there are questions as to the location of the damsite. Meanwhile, there has been a growing movement against any dams in the canyon, and for establishment of this section of the Snake as a recreational river preserved in its natural state.

Mr. President, this is a magnificent stretch of the river, in a canyon deeper than the Grand Canyon of the Colorado. The Seven Devils peaks rise 8,000 feet above waters that often churn white between sheer rock walls. This is a wild and remote area where thousands of deer and elk graze in wintertime, and which is a natural habitat for cougar, bear, coyote, and other wildlife. Salmon, steelhead, bass, and the mighty sturgeon abound in the river. Migratory waterfowl, wild turkeys, golden eagles, partridges, grouse, and many other birds flock here. Domestic livestock also graze in the area.

Hells Canyon is internationally known to white water boatmen. Many visitors reach the canyon by jet boat from Lewiston, Idaho, or down steep trails from either the Idaho or Oregon side. There are many fine campsites along the river, some of them ancient Indian stopping places with archeological and anthropological importance.

There are, Mr. President, other important reasons for advocating a moratorium. We need more time to assess the possibility of preserving the salmon and steelhead runs. These contribute not only to a burgeoning recreation industry for transient sportsmen, but also to the pleasure of life in our States for many thousands of our citizens. Another 10 years should bring us vital answers that we can only guess at now.

Finally, there is the consideration which must be given to the likelihood that nuclear technology will continue to advance. Its pace in recent years has been such that a high hydroelectric dam, without the enhancement of other public benefits, might be rendered obsolete before it is even completed. When there are so many multipurpose projects that could be completed in the interim, it seems hardly sensible to rush to judgment on building a single purpose—or at most, a dual purpose—dam in this critical stretch of the river.

I think it is also important to point out that there has not been full agreement in the executive branch on the desirability of a hydroelectric project in Hells Canyon. As recently as November 8, 1968, the Department of Agriculture recommended to the Federal Power Commission that it not now license a dam on this stretch of the Snake.

Mr. President, we are not prejudging the issue in seeking this moratorium. We ask only for sufficient time to make sure that this great resource is finally dedicated to its highest and best public use. As Senator JORDAN has pointed out, the Columbia Basin States are a full gener-

ation behind in resource planning, and we would expect to make good use of this 10-year period. We hope the Congress will approve the moratorium.

INTRODUCTION OF BILLS RELATING TO AMENDMENTS TO THE WAR CLAIMS ACT

Mr. JAVITS. Mr. President, I introduce, for appropriate reference, two bills to amend the War Claims Act of 1948.

The first of these bills (S. 990) would benefit two classes of claimants who have not yet received recognition of their claims. These are, first, refugees from nazism and other tyrannies who became citizens of the United States after their property was seized; and, second, prisoners of war and internees who have personal injury claims. Both these groups of citizens suffered at the hands of our enemies and are entitled, in my judgment, to share in the war claims fund being distributed to these victims.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 990) to amend the War Claims Act of 1948, as amended, to provide compensation for certain additional losses, introduced by Mr. JAVITS, was received, read twice by its title, and referred to the Committee on the Judiciary.

Mr. JAVITS. The second bill (S. 941) would create a preference for religious and nonprofit groups who suffered losses during the war. The Senator from Massachusetts (Mr. KENNEDY) is a co-sponsor of this measure. Under present law, only small businesses have a preference, and the purpose of my proposal is simply to put these churches and welfare organizations on the same footing as private businesses in pressing their claims. Some of the groups which would be specifically affected are Yale in China, B'nai Brith, and numerous Catholic and Protestant groups.

When the original War Claims Act was passed in 1948, small businesses were given a priority in order to put them in a better position vis-a-vis big business, which had already received considerable tax benefits because of its losses. The problem of the nonprofit organization, however, was apparently neglected, and the purpose of this bill is to remedy the situation by creating equal priorities for small business and nonprofit groups.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 941) to amend section 213(a) of the War Claims Act of 1948 with respect to claims of certain nonprofit organizations, introduced by Mr. JAVITS (for himself and Mr. KENNEDY), was received, read twice by its title, and referred to the Committee on the Judiciary.

S. 942—INTRODUCTION OF A BILL DEALING WITH SONIC BOOMS

Mr. JAVITS. Mr. President, on behalf of the Senator from New Jersey (Mr. CASE) I introduce, for appropriate reference, a bill to deal with the sonic booms that will be generated a few years hence by commercial supersonic transports.

My bill provides—

First. A 2-year, scientific study of all aspects of the sonic boom by the Federal Aviation Administration in conjunction with six Federal departments and agencies and the National Academy of Sciences. Interim and final reports would be made to the Congress.

Second. That during the period of study, all nonmilitary, overland flights which create sonic booms will be banned. The ban applies to the United States, its territories, and possessions. This prohibition would stand until Congress decides whether to permit overland flights of SST's and, if so, under what conditions.

The SST represents, in the jargon of the engineer, a quantum jump in technology. These planes will fly faster than the speed at which sound travels in the atmosphere, which is somewhere between 650 and 760 miles per hour, depending on the temperature at a particular altitude. They also will create sonic booms which will follow continuously in their track, be audible for miles on either side of the SST, and annoy or startle everyone within earshot.

The danger to the environment from sonic booms is not just theoretical. The Russians already are test flying their TU-144 SST. The French and British are to test their Concorde SST this year and may have it in commercial service within 2 to 3 years. The bigger, faster, and probably noisier, U.S. SST is presently undergoing redesign, but still may be only 5 to 6 years away from commercial duty.

With the commercial supersonic age so relatively near, it is urgent that proper safeguards for the public be written into the law before we are subjected to sonic bombardment. Effective safeguards do not presently exist and I include in this category the wholly inadequate sonic boom control legislation approved by Congress last year.

This law suffers from a debilitating defect—it was based upon inadequate knowledge of the sonic boom, its effects, and how it might be harnessed. For example, reducing the sonic boom apparently will be a difficult task in itself. In its 1968 progress report on "Sonic Boom Generation and Propagation," the National Academy of Sciences brushed aside claims that "any major breakthroughs" in minimizing the sonic boom were on the horizon.

Our knowledge in the area of human response to the boom is equally woeful. For example, what will be the cumulative effect on people of the five to 50 booms a day predicted by an Interior Department study if overland flights at supersonic speeds are permitted? No one knows. Similar questions could be asked about the impact of the boom on many other facets of life and the answer would be about the same: We are not really sure or we plain do not know.

But what we do know of the sonic boom is not at all reassuring. For example, in Oklahoma City about 27 percent of the people who underwent daily sonic bombardment as part of a limited test found the experience intolerable, even though the time of the booms was announced in advance. Sonic booms can and do cause physical damage, including